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CPC Central Committee and State Council Prints and Distributes Implementation Outline on Building the Government under Rule of Law (2015-2020)

News from the Xinhua News Agency, December 27. Recently, the CPC Central Committee and the State Council printed and distributed the Implementation Outline on Building the Government under Rule of Law (2015-2020), and issued a notice, requiring all regions and all departments to carry through this Outline earnestly based on their actual situations.

The main content of the Implementation Outline on Building the Government under Rule of Law (2015-2020) is as follows.

At the 18th National Congress of the Communist Party of China, basic completion of building the government under rule of law was established as one of the important goals of completely building a moderately prosperous community in all-round way by 2020, which is of great significance, having far-reaching influences and posing a formidable task. This Outline is formulated based on the current actual situation of building the government under rule of law in order to further promote the administration under rule of law, accelerate the pace for building the government under rule of law and achieve the goal as scheduled.

I. Overall Requirements

(I) Guiding ideology

Hold high the great banner of socialism with Chinese characteristics, fully carry through the spirit of the 18th National Congress of the Communist Party of China, the Second, Third, Fourth and Fifth Plenary Sessions of the 18th Central Committee of CPC, act under the guidance of Marxism-Leninism, Mao Zedong Thought, Deng Xiaoping Theory, the “Three Represents” theory, and the Scientific Outlook on Development, and deeply carry through the spirit of a series of important speeches delivered by President Xi Jinping; according to the strategic layout of completing the construction of a moderately prosperous community in all-round way, deepening the reform in all-round way, governing the country in all-round way, and governing the party strictly in all-round way, around the overall goal of fully carrying forward law-based governance including building the socialist rule of law with Chinese characteristics and building a socialist country under the rule of law, always carry forward law-based governance, law-based exercise of state power, and law-based administration, always carry out integrated construction of law-based country, law-based government and law-based society, further promote law-based administration, accelerate the construction of law-based government, cultivate and practice the socialist core values, promote the spirit of socialist rule of law, boost modernization of the national governance system and governance capacity, thus to provide a strong legal guarantee for achieving the “double hundred-year” goal and realizing the China Dream of great rejuvenation of the Chinese nation.

(II) Overall goal

Through persistent efforts, a government under rule of law which has scientific functions, law-defined powers and responsibilities, which enforces the law strictly and impartially and which is open, fair, honest and efficient, law-abiding and creditable, will be basically built up by 2020.

(III) Basic principles.

Building the government under rule of law must stick to Chinese Communist Party leadership, stick to putting the people at the dominant position, stick to the principle that all people are equal before law, stick to ruling the country by law and by virtue, stick to starting from the actual and present facts, stick to constitution-based governance and law-based administration, streamlining administration and instituting decentralization, include government work fully into rule of law, and carry out the combination of building the government under rule of law with innovative government, honest government and service-oriented government construction.

(IV) Measurement Criteria

Government functions shall be performed according to law in all-round way, the law-based administration system shall be complete, the administrative decision shall be scientific, democratic and lawful, the constitution and laws shall be enforced strictly and impartially, the administrative powers shall be operated normatively and transparently, people's rights and interests shall be truly and effectively ensured, and the law-based administration capacity shall be generally improved.

II. Main tasks and specific measures

(I) Perform government functions according to law in all-round way

Goal: Firmly establish the development philosophy of innovation, coordination, green, openness and sharing, stick to separating government functions from enterprise management, government functions from asset management, administrative organs from public institutions, and government functions from the society, streamline administration and delegate powers to lower levels, combine decentralization with control, and optimize service, so that the relationship between government and market and between government and society will be basically rationalized, government functions will truly change, and duties such as macro-control, market supervision, social management, public service and environmental protection will be performed according to law in all-round way.

Measures:

1. Deepen the reform of administrative licensing and approval system. Fully clear up administrative licensing and approval matters and totally cancel non-administrative licensing & approval matters. Minimize licensing to production and operation activities, minimize the scope of investment project examination and approval and verification, and minimize identification of all kinds of agencies and their activities. Cancel talent and qualification access licensing non in

compliance with provisions in the Administrative Licensing Law and study on the establishment of national occupational qualification directory management system. If any administrative licensing & approval matter is directly faced with the grassroots in high quantity and large scale and can be implemented more conveniently and more efficiently by local authority, all such matters should be delegated to local and grassroots authorities for management. Exert greater efforts in cancelling and decentralizing administrative licensing matters that restrain enterprises' production and operation and affect people's employment and entrepreneurship, put cancellation of cancelled administrative licensing and approval matters in practice and make decentralized cancelled administrative licensing and approval matters handed-over properly, in order to encourage the people to start businesses and make innovations. Strictly control newly established administrative licenses and strengthen examination and demonstration of legality, necessity and rationality. Licenses and certificates that increase enterprise's and citizen's burdens must be cleared up and standardized. For reserved administrative licensing and approval matters, explore directory/coding-based management, fully carry out one-window handling, in-parallel handling, time-limited handling, normative handling, transparent handling and online handling, in order to improve administrative efficiency and stimulate social vitality. Accelerate the construction of investment project online licensing and approval supervision platform, implement online supervision and make relevant available to the public. Interdepartmental horizontal linking and central-local vertical connection will be realized by 2015. Boost the relatively centralized administrative licensing work at a quicker pace and support local authorities in piloting relatively centralized administrative licensing reform. Fully clear up and regulate administrative approval intermediary service, implement list management for reserved administrative approval intermediary service and make relevant information available to the public, firmly punish "intermediary agencies with government background", cut off the profit chain between administrative organs and intermediary service agencies, and promote fair competition of intermediary service industry.

2. Vigorously carry forward power list, responsibilities list and negative list systems and implement dynamic management. On the basis of comprehensive arrangement, clear-up and adjustment, audit and confirmation, and process optimization, make government functions, legal basis, implementing player, duties and authority, management process, supervision mode and other matters available to the public in the form of power list, clarifying responsibility items, responsible players and responsibility mode corresponding to administrative power one by one. Provincial governments shall, before the end of 2015, and city/county-level governments shall, before the end of 2016, basically finish the announcement of their power lists of government work departments and public institutions undertaking administrative functions under law. Carry out piloting of preparation of power and responsibilities list of departments under the State Council. Implement the unified market access system. On the base of negative list formulated, all kinds of market players can enter into fields outside the negative list on an equal footing according to law. Establish administrative and institutional fee and governmental fund list system, clear up and cancel illegal, irregular and unreasonable charge fund project, announce charge directories and list at the national, central department/unit and provincial-levels, in order to reduce enterprise's and citizen's burdens. Before the end of 2015, totally cancel all charge fund project that are not supported by any law or regulation and that have been established without necessary approval or beyond statutory authority, all administrative undertaking charges for which the government provides general public service or reflect general management functions, and all administrative licensing and approval intermediary service items and charges

without statutory basis; and totally stop the execution of all increased charge standard and expanded charge scope.

3. Optimize government organization structure. Improve administrative organization and administrative procedure legal system and promote legalization of institutions, functions, power limits, procedures and authorities. Deepen administrative system reform, optimize government agency setting, function allocation and work process, rationalize department responsibility relationship, and actively and steadily implement the large department system. Innovate the public administration mode and improve government performance management. Boost normalization and legalization of power of governments at all levels, improve power legal system of governments at different levels, central and local governments in particular, strengthen macro-management and system-setting duties and necessary law enforcement power of the central government, enhance provincial governments in generally boosting basic public service equalization duties in their regions, and enhance city/county governments in performing their duties.

4. Improve macro control. Improve legal systems in terms of development planning, investment management, fiscal taxation and finance and strengthen formulation and implementation of development strategies, plans, policies and standards. Take concrete measures to change government's investment management functions, establish the dominant role of enterprises in investment, and formulate and announce the directory of approved enterprise investment projects. Improve a market-driven pricing mechanism, greatly reduce government pricing categories and projects, formulate and announce government pricing directories, and make commodity and service prices in competitive fields fully open.

5. Strengthen market supervision. Clear up and abolish all kinds of regulation and practices that obstruct national unified market and fair competition and break departmental protection, regional blockade and industry monopoly. Deepen commercial affair system reform, keep clearing pre-business registration examination and approval, and accelerate the reform of post-business registration examination and approval. Further boost facilitation of business registration system. "Three certificates in one" and "one code for one license" relating to i.e. business license, organization code certificate and tax registration certificate shall be realized before the end of 2015. Promote electronic business license and full-process electronic registration and implement "one address for multiple licenses" and "one license for multiple addresses". Strengthen in-process and post-process supervision, innovate market supervision mode, improve market supervision system, establish transparent, standardized and efficient investment project vertical/horizontal linkage and coordinated supervision mechanism, implement comprehensive supervision, popularize random inspection, and explore "intelligent" supervision. Strengthen social credit system construction, establish and improve the national unified social credit code system and credit information sharing and exchange platform, carry forward the construction of a "national network" for enterprise credit information announcement, and protect corporate and personal information security according to law. Improve laws and regulations for foreign capital management and keep foreign capital policies stable, transparent and predictable. Improve the overseas investment promotion system and service system, support enterprises in expanding foreign investment, and boost going-global of equipment, technology, standards and services.

6. Innovate social governance. Strengthen social governance laws, mechanisms, systems, capacity, talent team and information construction to make social governance more scientific and law-based. Improve the social organization registration management system. Public services and matters that are suitable to be provided or solved by social organizations must be undertaken by such organizations. Support and develop social work service agencies and volunteer service organizations. Normalize and guide network communities and association to develop healthily and strengthen supervision and administration over them. Deeply carry forward integrated governance of social security and improve and implement the leader accountability system. Improve the three-dimensional public security protection and control system and effectively prevent and control issues affecting social stability to safeguard people's life and property safety. Increase the capacity of preventing and disposing public sudden events and the capacity of preventing and reducing disasters. Strengthen work safety in all-round way and safeguard food and drug safety in all processes. Carry forward social self-governance and give active play to citizen conventions, village regulations and agreements, industry rules, articles of association and other social norms in social governance.

7. Optimize public services. Try hard to promote healthy development of education, health, culture and other social undertakings, strengthen the government's functions in promoting employment, regulating income allocation and improving social security, accelerate the formation of a sustainable basic public service system that is dominated by the government and that covers urban and rural areas, and realize standardization, equalization and legalization of basic public service. Establish and improve the "government procurement in the context of public service" system, announce the "government procurement in the context of public service" directory, and strengthen quality supervision in government procurement of public service. Promote diversification of public service providers and provision modes. For any transactional management service, competition mechanism shall generally be introduced to realize procurement from the society; if government is necessary to participate in the process, the "government and social capital" cooperation mode shall be implemented.

8. Enhance ecological environmental protection. Establish and improve the legal system of ecological civilization that can effectively restrain development behavior and promote green development, cycled development and low-carbon development. Deepen the reform of resource-type product prices and taxes & charges and implement the resource paid use system and eco-compensation system. Reform the ecological environmental protection management system and improve and strictly implement the environmental information disclosure system, environmental impact assessment system and total pollutant emission quantity control system. Improve the ecological environmental protection accountability system and ecological environmental damage compensation system. Conduct natural resource asset audit on leaders when they leave office.

(II) Improve the administration system under rule of law

Goal: improve the government's legislation quality, construct a systematically complete, scientific, standardized and efficiently-operating administration system under rule of law, make government administration systems in all aspects more mature and more standardized, thus to provide strong institutional guarantee for constructing socialist market economy, democratic politics, advanced culture, harmonious society, ecological civilization, and for promoting all-round development of human being.

Measures:

9. Improve government legislation system and mechanism. Strictly implement the provisions in the Legislation Law, carry out establishment, amendment, abolishment and interpretation concurrently, improve procedures of formulating administrative regulations and rules, consummate government's legislation initiation, drafting, demonstration, coordination and review mechanisms, promote government legislation refinement, and make government legislation more timely, more systematic, better targeted, and more effective. Consummate the system by which public comments are openly sought for legislation projects. Consummate the legislation project demonstration system by conducting pre-legislation assessment. Important administrative laws and regulations shall be drafted by government's legislative affairs organ to effectively prevent legalization of departmental benefits and regional protectionism. For important legislative affairs over which there are many interdepartmental disputes, the decision-making organ shall introduce third party assessment and give full consideration to opinions of all parties concerned for a coordinated solution. Such issue shall not remain unsolved for long time. Explore the possibility to entrust a third party to draw up drafts of laws, regulations and rules. Conduct post-legislation assessment of regulations and rules periodically to improve rationality of government legislation. Laws, regulations and rules that are not suitable for reform and economic and social development requirements shall be amended and abolished in time. Strengthen the efforts for interpretation of administrative regulation and rules.

10. Strengthen government legislation in key fields. Around the central task of the party and the country, carry forward government legislation in fields such as improving the socialist market economy system at a quicker pace, developing socialist democracy, constructing advanced socialist culture, innovating social governance, safeguarding civil rights and improving people's livelihood, maintaining national security, protecting ecological environment, and strengthening government construction at a quicker pace. Always carry forward reform under rule of law and improve rule of law in reform to realize unification and connection of legislation and reform decision-making, so that major reforms are based on legal grounds and legislation is actively adaptive to the needs of reform and economic and social development. Reform experiences that have been proven fairly mature and reform measures that are proven effective in practice shall be escalated to be drafted as laws, regulations or rules in time.

11. Increase public engagement in government legislation. Expand the channels and modes in which all walks of life take part in government legislation in an orderly manner. Consummate the system by which opinions of NPC members are sought for drafts of laws, regulations and rules, give full play to CPPCC members, democratic parties, associations of industry and commerce, non-party personage, civil societies and social organizations in legislation consultation. Establish a mechanism by which relevant state organs, civil societies and experts and scholars make arguments and consultations with each other regarding important interest adjustment involved in government legislation. If a proposed system concern people's vital interests or arouse heated controversies among different parties, symposiums, discussion meetings, hearings and questionnaire shall be held to widely seek for comments. Unless required to be kept confidential, the draft of laws, regulations and rules shall openly seek for public comments through network, newspaper and other media for a period of, generally no less than 30 days. Strengthen communication with social public, consummate the feedback mechanism for public comments, and widely converge social common understandings.

12. Strengthen supervision and management of normative documents. Consummate the normative document formulation procedure, implement the system of legality review and decision by group discussion, and carry out the system by which the formulating organ registers, numbers, prints and distributes normative documents in a unified way. No normative documents may set any administrative licensing, administrative penalty or administrative coercion, or impair lawful rights or increase obligations of citizens, legal entities or other organizations. Normative documents involving rights and obligations of citizens, legal persons and other organizations shall be announced in accordance with statutory requirements and procedures and no normative documents that are not published may serve as the basis for public administration. Strengthen recording review system and capacity building, include all normative documents into the scope of recording review, consummate the system by which citizens, legal persons and other organizations may suggest examination of normative documents, and exert greater efforts in recording review, so that any document will be put on file and any error will be corrected.

13. Establish a long-term mechanism of clearing administrative regulations, rules and normative documents. Relevant administrative regulations, rules and normative documents shall be cleared up in a timely manner according to the need of comprehensively deepening the reform and economic and social development, as well as establishment, amendment and abolishment of laws at higher levels. 3 years since 2015 will be used to fully clear up documents of the State Council and the outcome of clearing will be announced to the public. Before the end of 2017, relevant departments and local governments shall finish clearing of current administrative regulations, rules and normative documents and the outcome of clearing shall be announced to the public. Carry out dynamic and information-based management of directories and texts of administrative regulations, rules and normative documents. Governments at all levels and departments shall make adjustments and announce such adjustments to the public in a timely manner according to establishment, amendment and abolishment of normative documents.

(III) Boost scientific, democratic administrative decision-making under rule of law.

Goal: As regards administrative decision-making, the system will be rational, the procedure appropriate, the process open, and the responsibility explicit, the statutory decision-making procedure will be strictly implemented, the decision-making quality obviously improved, decision-making efficiency truly ensured, illegal or inappropriate decisions and delayed decisions will be obviously reduced and corrected in time, and the creditability and executive force of administrative decisions will be improved significantly.

Measures:

14. Consummate the law-based decision-making mechanism. Improve the major administrative decision-making procedure system, clearly define the decision maker, scope of matters, statutory procedure and legal responsibility, normalize the decision-making process, and strengthen rigid restraints of statutory decision-making procedure.

15. Increase actual effect of public engagement. For major administrative decision-making matters relating to the overall situation of economic and social development and concerning vital interests of people, comments shall be widely sought for, sufficient discussions shall be made with stakeholders, and consideration shall be given to opinions of the relevant

NPC members, the CPPCC members, civil societies, grassroots organizations, and social organizations. Administrative organs at all levels, governments at city and county levels in particular, shall strengthen the construction of public engagement platforms, disclose relevant information and make explanations about decision-making matters with high social attention, and feedback opinion adoption and reasons in a timely manner. Carry forward the opinion poll system for important decision-making matters regarding culture and education, medical treatment and public health, resource development, environmental protection, and public utilities.

16. Improve expert argumentation and risk assessment quality. Strengthen the construction of new style think tank with Chinese characteristics and set up the administrative decision consulting and demonstration expert bank. For decision-making matters having high professional and technological content, experts and professional institutes shall be organized to conduct demonstration. Attention shall be paid to professionalism, representativeness and proportionality in selection of demonstration experts, support shall be given to such expert's independent work, and **disclosure of expert information and demonstration opinions shall be realized gradually.** The major decision social stability risk assessment mechanism shall be put into practice.

17. Strengthen legality examination. Establish the mechanism by which legality of internal major decisions of administrative organs is examined. No decisions that have not been through legality examination or that are proven illegal through examination will be submitted for discussion. **Build a legal adviser team in which personnel of the government's legislative affairs organ are main players and experts and lawyers are participants. Ensure that legal advisors will play an active role** in making major administrative decisions and carrying forward law-based administration.

18. Stick to decision-making through group discussion. For major administrative decisions, the government's executive meeting or plenary meeting or department leading group meeting shall be held for discussion and the chief executive shall make the decision on the base of group discussion. If the decision proposed to be made by the chief executive is different from the opinion of most people attending the meeting, the reason shall be explained at the meeting. Group discussions and decisions shall be recorded truthfully and put on file completely.

19. Strict decision-making accountability. Decision-making organ shall track the decision execution condition and implementation effect and conduct post assessment for major administrative decision according to actual needs. Consummate and strictly implement major decision lifetime accountability system and the reversed responsibility examination mechanism. In case of any heavy loss or baneful influence due to serious error in decision-making or due to protracted delay in decision-making where a decision should be made in time according to law, the chief executive, other responsible leaders and relevant responsible persons shall be prosecuted for disciplinary and legal liabilities.

(IV) Always enforce laws normatively, fairly in civilized way

Goal: The authoritative and efficient administrative law enforcement system with unified powers and responsibilities will be established and consummated, laws, regulations and rules will be strictly implemented, all kinds of violations will be investigated and punished in time, lawful rights and interests of citizens, legal persons and other organizations will be truly

safeguarded, economic and social order will be effectively maintained, administrative violations or irregularities will be obviously reduced, and social satisfaction about administrative law enforcement will be obviously improved.

Measures:

20. Reform the administrative law enforcement system. Allocate law enforcement resources in a reasonable way on the principle of “reducing layers, integrating the team and improving efficiency” according to powers and functions of governments at different levels. Make the center of law enforcement to move downward to governments at city and county levels and use personnel coming as a result of institutional reform and change of government function to supplement grassroots law enforcement resources. Improve administrative law enforcement management of governments at city and county levels and strengthen unified leadership and coordination. Greatly reduce categories of law enforcement teams in governments at city and county levels, with the importance attached to promoting integrated law enforcement in terms of food and drug safety, industrial and commercial quality inspection, public health, work safety, culture and tourism, resource and environment, agriculture and forestry, transportation, urban and rural construction, marine fishery and business fields, and support the promotion of trans-departmental integrated law enforcement in fields where conditions permit. Exert greater efforts in law enforcement in key fields concerning vital interests of people. Rationalize the urban inspector law enforcement system and strengthen integrated urban management law enforcement institution and team building to improve law enforcement and service level. Rationalize administrative coercion system and allocate administrative coercion powers in a scientific way to improve administrative coercion efficiency. Consummate the administrative law enforcement and criminal justice linkup mechanism, improve case transfer standard and procedure, establish and improve the mechanism by which administrative law enforcement organ, public security organ, procuratorial organ and adjudication organ share information, circulate case notices, and transfer cases.

21. Improve administrative law enforcement procedure. Establish and improve the administrative discretionary power benchmark system, refine and quantify administrative discretion standard, and standardize discretion scope, category and extent. Establish the law enforcement full-process record system, formulate the administrative law enforcement procedure norm, and clearly define specific operation flow, with importance attached to standardizing law enforcement behavior such as administrative licensing, administrative punishment, administrative coercion, administrative imposition, administrative charge, administrative inspection, etc. Consummate systems regarding administrative law enforcement investigation and evidence collection, notification and confiscated income management and clearly define conditions applicable to hearings and decision making through group discussions. Improve the administrative law enforcement power coordination mechanism, resolve authority dispute among law enforcement organs in time, and establish the inter-city administrative law enforcement assistance system. Strictly implement the system of legitimacy [legality] review of major administrative law enforcement decisions. No decisions may be made without legitimacy review or without approval after legitimacy review.

22. Innovate administrative law enforcement mode. Carry out the administrative law enforcement publicity system. Strengthen administrative law enforcement information

construction and information sharing. Places and departments where conditions permit shall establish unified administrative law enforcement information platform before the end of 2016, and the online law enforcement and information query system shall be improved. Enhance application of technology and equipment in administrative law enforcement. Promote and use non-obligatory law enforcement means such as persuasion and education, demonstration, administrative guidance and administrative reward. Consummate the citizen and organization law-abiding and credit history and improve the “compliance & honesty” reward mechanism and “offence & dishonesty” punishment mechanism.

23. Fully implement administrative law enforcement responsibility system. Strictly determine law enforcement responsibilities of law enforcement personnel in different departments and posts and establish and improve normalized accountability mechanism. Strengthen law enforcement supervision, accelerate the construction of unified administrative law enforcement supervision network platform, establish and improve complaint & reporting and circulated notification systems, strictly eliminate interference with law enforcement activities, prevent and overcome departmental benefit and regional protectionism, prevent and overcome interest driving in law enforcement work, and punish corruption in law enforcement.

24. Consummate the administrative law enforcement personnel management system. Before the end of 2016, all regions and all departments shall strictly clear administrative law enforcement personnel, and fully implement the work license and qualification management system for administrative law enforcement personnel; anyone who fails the law enforcement qualification test will not be conferred the law enforcement qualification and shall not engage in law enforcement activity. Consummate the discipline restriction mechanism and strengthen professional ethics education to improve quality of law enforcement personnel in all-round way. Gradually carry out routine assessment system for administrative law enforcement personnel and design the assessment indicator system in a scientific and reasonable way. The outcome of assessment will be used as important basis for position grade adjustment, exchange and work shift, education & training and reward & punishment of law enforcement personnel. Standardize management of law enforcement auxiliary personnel and clearly define their suitable posts, identity nature, duty and authority, rights and obligations, and employment conditions and procedures.

25. Strengthen administrative law enforcement guarantee. Try to form an environment where all walks of life support administrative law enforcement organs in performing their duties according to law. Firmly deal with unlawful acts that obstruct administrative law enforcement organ’s normal work order and prevent administrative law enforcement personnel from performing their duties according to law. Party and government organs and leading cadres at all levels shall support administrative law enforcement organs in exercising their duties fairly according to law and shall not let administrative law enforcement do anything against any legal provision. Expenditures for administrative organs to perform law enforcement duties shall be included by governments at all levels into their budgets to ensure appropriation of law enforcement fund in full amount. Improve law enforcement conditions and arrange input in law enforcement equipment outfitting and technology construction in a reasonable way. Strictly execute the management system of “separation between fines and payments” and “separation between revenues and expenditures”, it’s strictly prohibited to issue, or issue in disguised form, any confiscation indicator, and it’s strictly prohibited to link, or to link in disguised form,

revenues from administrative and institutional fees and confiscated income up with departmental benefits.

(V) Strengthen restraint and supervision of administrative power

Goal: Scientific and effective administrative power operation restraint and supervision system will be basically formed, the corruption punishment and prevention system will be further improved, supervision resources in all aspects will form resultant force, people's right to know, right to participate, right to express and right to supervise will be truly ensured, illegal administrative behaviors impairing lawful rights and interests of citizens, legal persons and other organizations will be corrected in time, and persons responsible for illegal administration behavior will be prosecuted according to laws and disciplines.

Measures:

26. Improve the administrative power operation restraint and supervision system.

Stick to management of powers, matters and personnel by means of system, stick to inter-restrain and inter-coordination among decision-making power, executive power and supervising power, and consummate the supervision system in all aspects to ensure that administrative organs will exercise powers as per statutory authority and procedure. When drafting laws, regulations, rules and normative documents, one should effectively implement requirements of disclosing administrative power operation procedure, punishing and preventing corruption, preventing and controlling corruption risk and preventing interest conflict, in order to cage powers with system. Strengthen administrative procedural system construction and strictly standardize the actor, authority, mode, step and time limit of all kinds of administrative behaviors. Let government play a demonstrating role in creditability construction and accelerate the construction of the mechanism by which the government keeps faith and honors promise. Strengthen public servant integrity management and establish public servant integrity records.

27. Voluntarily subject oneself to intra-party supervision, the NPC supervision, democratic supervision, and judicial supervision. Under unified leadership of party committee over ethical party and government construction and anti-corruption work, governments at all levels and departmental party groups (party committees) thereof shall earnestly perform their main responsibilities, where the principal shall act as the first responsible person, totally accountable for ethical party and government construction in his government and in his department. Earnestly execute the system by which work report is submitted to the NPC and its standing committee at the same level, the system by which queries and inquiries are received, and the system by which administrative regulations and rules are put on file. Earnestly study and deal with relevant review opinions of members of the NPC and its standing committee regarding government work, study and deal with opinions and suggestions put forward by the NPC delegates and the CPPCC members, in order to truly improve the work. Improve the informed transparent government affairs mechanism. Relevant departments of government shall notify the CPPCC of relevant information periodically, providing convenience and creating conditions for the CPPCC members to perform their duties. Support people's courts in accepting administrative cases according to law, consummate the system by which administrative organ appears in court to respond to suits, and respects and enforces effective judgments of people's courts.

Procuratorial organ supervises administrative irregularities found in performance of duties, if any wrong doing is found, the administrative organ shall actively cooperate in such supervision.

28. Strengthen administrative supervision and audit supervision. Improve intra-government hierarchical supervision, improve supervision by a higher administrative organ over a lower administrative organ, and establish and consummate a normalized long-term supervision system. Strengthen restraint of internal powers of government. For departments and posts where power are concentrated such as allocation and use of financial fund, state-owned asset supervision, government investment, government purchase, public resource transfer, and public project construction, the power shall be exercised based on matters, the power shall be set based on posts, the power shall be conferred at different levels, and periodical work shift shall be conducted to strengthen internal process control and prevent abuse of power. Supervisory organs at all levels shall earnestly perform supervision responsibilities to ensure that all tasks of clean government construction are in place. Improve the audit system, consummate the audit management system which is good for exercising the power of audit and supervision independently according to law, establish the auditor management system with audit profession characteristics, and let an audit supervision mechanism adaptable to the national governance system and governance capacity modernization basically take shape. Implement fully-covered audit on public fund, state-owned assets, state-owned resources and leading cadres' performance of economic responsibilities. Strengthen leadership by higher auditing body over lower auditing organ.

29. Improve social supervision and opinion supervision mechanism. Establish the system by which complaints and reports about administrative organ's illegal administrative behaviors are registered, smooth report box, email, hotline and other supervision channels to facilitate people's complaints and reports, and investigate and deal with illegal administrative behaviors in time according to law. Let newspapers, broadcast, television and other traditional media play a supervising role, strengthen interaction with internet and other new type media, pay attention to the use and standardization of network supervision, establish and improve the internet public opinion monitoring, collection, judgment and disposition mechanism, and promote standardization and legalization of network supervision.

30. Carry forward the openness of government in all-round way. Always holding the principle of "open as normal state, while not open as exception", carry forward open decision-making, open enforcement, open management, open service, and open outcome. Consummate the government information disclosure system, expand channels of government information disclosure, and further define the scope and content of government information disclosure. Focus is on government information disclosure regarding financial budget, public resource allocation, major construction project approval and implementation, and social and public welfare undertakings construction. Consummate the government news spokesperson and sudden event information release system, guide public opinion regarding hotspot and sensitive issues, and respond to people's concerns in time. Innovate the mode of open government and strengthen the construction of internet government information data service platform and convenience service platform to make the openness of government more information-based and more centralized.

31. Improve the error correction and accountability mechanism. Strengthen administrative accountability standardization and systemization and enhance pertinence and

timeliness of administrative accountability. Increase accountability strength, firmly correct administrative omission and misconduct, firmly overcome laziness, mediocrity and sluggishness in public administration, and firmly punish negligence and malpractice. Earnestly implement ethical party and government construction accountability system and always correct any mistake whenever discovered and hold responsible person liable in any case. In regions, departments and units with prominent “four conduct” issues and with regional and systematic corruption cases, the entity responsibility and supervision responsibility shall be investigated, and the leadership responsibility shall also be investigated seriously.

(VI) Effectively resolve social conflicts and disputes according to law.

Goal: Lawful rights and interests of citizens, legal persons and other organizations will be truly maintained, a diversified conflict & dispute resolution mechanism which is fair, efficient, convenient and low-cost will be formed in all-round way, the administrative organ will fully play its role in preventing and resolving administrative disputes and civil controversies, the rate of resolving conflicts and disputes through statutory channels will increase significantly.

Measures:

32. Consummate a mechanism by which dispute is resolved according to law. Construct an institutional system which will play a great role in maintaining people’s interests and establish and improve the social conflict early-warning mechanism, interest expression mechanism, consultation and communication mechanism, and remedy and assistance mechanism. Collect and analyze hotspot, sensitive and complicated conflict & dispute information and strengthen early warning monitoring regarding mass disturbance and sudden events. Strengthen the mechanism and capacity of responding to and disposing mass disturbance according to law. Strengthen governance of key issues affecting or endangering food and drug safety, work safety, ecological environment, network security, and social security according to law. Exert greater efforts in disseminating the law and guide and support citizens, legal persons and other organizations in expressing their appeals and maintaining their rights and interests according to law.

33. Strengthen administrative reconsideration work. Improve the administrative reconsideration system, reform the administrative reconsideration regime, and actively try to integrate local administrative reconsideration duties. Consummate the administrative reconsideration case hearing mechanism, exert greater efforts in public hearing and trial, and correct illegal or inappropriate administrative behaviors. Improve the quality of administrative reconsideration case handling and strengthen professionalism, transparency and creditability of administrative reconsideration. Local governments at above-county levels shall strengthen administrative reconsideration capacity building according to law, promote relevant institution setting and staffing suitable for work tasks undertaken, and let administrative reconsideration play its important role in resolving administrative disputes. Truly improve qualities of administrative reconsideration personnel, secure case-handling premises and relevant equipment, and add administrative reconsideration spending into the budget of government at the same level.

34. Consummate the administrative mediation, administrative adjudication and arbitration systems. Consummate the administration mediation system, further specify the scope of administrative mediation, improve the administrative mediation mechanism, and standardize the administrative mediation procedure. Consummate the administration adjudication

system and enhance administrative organ's function in resolving civil disputes closely relating to public administration activities. Relevant administrative organs shall conduct administrative mediation and administrative adjudication work according to law to effectively resolve conflicts and disputes effectively in time. Improve the arbitration system, increase creditability of arbitration, give full play to arbitration in resolving economic disputes, and defusing social conflicts and promoting social harmony.

35. Strengthen people's mediation work. Carry through the People's Mediation Law, consummate the people's mediation organization network, realize full coverage of people's mediation organization in village committee and neighborhood committee, and carry forward construction of people's medication organizations in enterprises and public institutions, townships, villages and streets, civil societies, and trade organizations. Importance should be attached to coordinating and resolving conflicts and disputes regarding consumer's rights and interests, labor relationship, doctor-patient relationship, and property management, so that parties concerned will resolve conflicts and disputes fairly and equally through friendly consultation. Improve people's medication, administrative mediation and judicial mediation linkage work system.

36. Reform the petition letter and visit work system. Legalize petition letter and visit handling and ensure that reasonable and lawful appeals can lead to reasonable and lawful outcome if handled pursuant to legal provisions and procedures. Standardize petition letter and visit work procedure, smooth the channels for express of people's appeals, interest coordination and guarantee of rights and interests, and maintain the order of petition letter and visit. Optimize the conventional petition letter and visit channels, carry out the system of online acceptance of petition letter and visit, consummate the mechanism by which people's reasonable appeals are resolved in time on the spot. Strictly separate complaints from visits, carry forward the classified handling of petition letter and complaints through statutory channels, guide people to resolve conflicts and disputes in the legal framework, and improve the system by which petition letter and visit involving legal or arbitration issue are terminated according to law.

(VII) Fully improve government work staff's governance by law philosophy and law-based administration capacity.

Goal: Government staff, leading cadres in particular, will firmly establish basic idea of rule of law such as constitution and law above everything, everybody is equal before law, power is defined by law and power is exercised pursuant to law, scrupulously abide by basic requirements of law-based administration such as lawful administration, reasonable administration, proper procedure, efficiency, convenience to people, honesty and creditability, and unification of power and responsibility, set a model for respecting, learning, observing and using law, significantly improve their idea of rule of law and law-based administration ability, and fully carry forward all kinds of government work in on the rule of law basis.

Measures:

37. Establish the staffing orientation of rule of law attainment and rule of law capacity. Leading cadres are the "few key persons" for all-round law-based governance. Whether the sense of rule of law is strong enough or whether rule of law attainment is good enough should be used as the important criterion for measuring a cadre's merits and talents, use abidance by law and

acting by law as important content of assessing a cadre, and properly use cadres who are strictly observe party disciplines and abide by national law. Under same conditions, cadres who have good rule of law attainments and strong ability of acting by law shall be promoted and used first. Cadres who have serious special privilege mentality and weak concept of rule of law shall be criticized and urged for correction; those who have serious problems or violation of law and disciplines shall be treated seriously according to law and discipline.

38. Strengthen rule of law education and training of government staff. Government staff, leading cadres in particular, shall systematically learn the theory of socialism with Chinese characteristics, and be familiar with the constitution and laws and regulations closely relating to the work they undertake. Improve the law-learning system, all departments under the State Council and governments at above-county levels shall hold at least one special topic training class for leading cadres regarding rule of law studies, and leading groups of local governments at all levels shall hold more than two rule-of-law-specialized seminars each year. Party schools, administrative colleges and cadre colleges at all levels shall list constitution and laws as compulsory courses for education of cadres. Consummate the administrative law enforcement personnel post training system and organize and hold special training courses regarding general legal knowledge, special legal knowledge and new news and regulations for administrative law enforcement personnel each year. Exert greater efforts in initial training and post-oriented training for civil servants regarding legal knowledge.

39. Improve government staff's governance capacity examination and testing system. Strengthen pre-job legal knowledge examination and law-based administration ability test for leading cadres, use the outcome of examination and test as important reference for office-holding of leading cadres, promote principals of governments and departments strictly perform the duty of rule of law construction. Optimize the content of civil servant employment examination and increase the proportion of legal knowledge in civil servant employment examination. Implement the system by which administrative assessment is made for promotion of civil servants according to law.

40. Pay attention to increasing government staff's idea of rule of law and law-based administration ability through rule of law practice. Government staff, leading cadres in particular, must abide by law, emphasize procedure, subject themselves to supervision and bear in mind their law-defined power of office when thinking about an issue, making a decision or handling a matter, thus to truly protect people's rights and interests. Deepen the reform, promote the development, defuse the conflicts and maintain the stability by using the rule of law philosophy and rule of law approach, manage the economy according to law, coordinate and deal with all kinds of interest problems according to law to avoid burying any nail or leaving behind a tail, and try to create an environment where things are handled according to law, law is sought when encountered with a trouble, problems are solved by using the law, and conflicts are defused by operating law. Pay attention to letting legal advisors and legal experts playing their role in consultation, demonstration, auditing and pass-guarding. Implement the law popularization responsibility system by which who enforces the law and also disseminates the law, and establish the system by which the administrative law enforcement staff interpret laws by analyzing previous cases, so that law enforcement staff will improve their own rule of law qualities and law-based administration abilities while enforcing and popularizing the law.

III. Organization guarantee and implementation mechanism

The Party leadership is the most fundamental assurance for fully governing the country under rule of law and accelerated the process of building of the government under rule of law. We must stick to the idea that the party should grasp the overall situation, coordinate all parties concerned, let party committees at all levels play the role of leading core, and carry through party leadership into all kinds of building of the government under rule of law. Governments and departments at all levels shall voluntarily subject themselves to party leadership, earnestly increase the sense of mission, the sense of urgency and the sense of responsibility in law-based government construction, strengthen organization leadership, enhance work responsibility, ensuring implementation at each level and at all levels.

41. Strengthen party's leadership over building of the government under rule of law. Governments at all levels shall, under unified leadership of party committee, plan and implement all tasks of building of the government under rule of law, voluntarily report major issues about building of the government under rule of law to party committee, and eliminate system and mechanism obstructions restricting building of the government under rule of law. Governments at all levels and departments thereof shall, based on the actual situation of their regions and departments, deploy annual key work in building of the government under rule of law each year, play their pulling and breaking-through function, driving all tasks of building of the government under rule of law to go deeper. Strengthen the construction of rule of law force in governments at all levels and departments thereof and continuously improve working staff's ideological and political qualities and working abilities.

42. Put "responsibility of first responsible person" in place. Main responsible person of the party and government shall perform the duties of carrying forward rule of law construction as the first responsible person and put building of the government under rule of law at the important position of overall work pattern. In case of failure to seriously perform duties as the first responsible person, or in case of occurrence of major law-breaking administrative cases in same region or same department within one year, resulting in serious social consequences, the main responsible person shall be prosecuted for liabilities according to law. Local governments at above-county levels shall report, in first season each year, to the party committee, the NPC standing committee at the same level and the government at a higher level, information about building of the government under rule of law for previous year, and departments of governments shall, in first season each year, to the governments at same level and the relevant departments of governments at a higher level, and information about building of the government under rule of law for previous year, reports shall be made available to the public through newspapers, publications and government website.

43. Strengthen assessment and evaluation and supervision and inspection. The Party committee at all levels shall use effect of building of the government under rule of law as the important content of measuring job performance of leading groups and leading cadres at all levels, incorporate it into the performance assessment indicator system, and allow assessment and evaluation to fully play its important driving role in building of the government under rule of law. Party organizations of governments at all levels and departments thereof shall set an example in leading and supervising abidance of the constitution and laws, firmly investigate and punish law-breaking behaviors in law enforcement and illegal exercise of power. Strengthen

urging and inspecting the progress of building of the government under rule of law, and conduct periodical inspection and special supervision, taking into account annual key work in law-based government construction. In case of insufficient work or too many problems, interviews shall be arranged in a timely manner, orders shall be issued for rectification, and a notification of criticism shall be circulated.

44. Strengthen theoretical research, sample demonstration and publicity and guidance.

Strengthen theoretical research on socialist government under rule of law with Chinese characteristics, and always resolve actual problems in China based on actual situations of China, thus to provide theory support and decision reference for building of the government under rule of law. Actively conduct law-based government demonstration creation activity and vigorously cultivate advanced typical figures in building of the government under rule of law. Summarize, exchange and popularize experiences through on-the-spot meetings and experience exchange meetings in a timely manner, letting advanced typical figures play a demonstrating and driving role. Periodically notify and expose typical cases about illegal administrative behavior, analyze the reasons, learn lessons, and improve the work. Vigorously carry forward publicity about law-based administration and building of the government under rule of law. Strengthen positive publicity and guidance, widely publicize the goal, work deployment, advanced experience and typical approach of building of the government under rule of law through newspaper and publication, broadcast, television, network and other media, guide the public opinion correctly, converge social common understandings, and create a good social environment where the whole society cares about, supports and participates in building of the government under rule of law. All regions and all departments shall formulate implementation schemes based on actual situation and clearly specify scheduling arrangements and verifiable achievement mode; main party and political leaders shall personally enforce implementation. All of the work tasks shall generally be completed before the end of 2019, unless otherwise specifically scheduled in this Program. Relevant departments of the central and state organs shall undertake and properly perform relevant tasks to be determined in this Program according to departmental responsibilities, do a good job in overall planning and coordination, and communicate and consult with each other in time, in order to form resultant force in work. Relevant departments of central and state organs and provincial governments, and provincial governments, acting as the leading units and responsible units, shall establish the annual progress report system for building of the government under rule of law, in order to report work progress to the Party Central Committee and the State Council in a timely manner. The Legislative Affairs Office of the State Council shall take the lead in supervising and inspecting. While implementing this Program, all regions and all departments shall pay attention to studying new situations and new problems in building of the government under rule of law, liberate the thoughts, act boldly in practice, forge ahead ambitiously and persistently, lead reform and development to remove barriers and make breakthroughs by using the rule of law thought and the rule of law mode, boost livelihood improvement and social justice, drive law-based government construction step forward step by step in a more enthusiastic mental state, thus to make concrete contributions to all-round promotion of law-based governance and building a socialist country under the rule of law.